



# Race equality in further education: a report by HMI

Progress and good practice in colleges in the further education sector in response to the Race Relations (Amendment) Act 2000

Age group	Published	Reference no.
Post-16	November 2005	HMI 2463

---

© Crown copyright 2005

Document reference number: HMI 2463

Website: [www.ofsted.gov.uk](http://www.ofsted.gov.uk)

This document may be reproduced in whole or in part for non-commercial educational purposes, provided that the information quoted is reproduced without adaptation and the source and date of publication are stated.

## Contents

---

<b>Executive summary</b>	<b>1</b>
<b>Key findings</b>	<b>4</b>
Leadership and management	4
Achievement and standards	4
Quality of education and training	4
Governance	4
Employment	4
Learners' views	4
<b>Recommendations</b>	<b>4</b>
Colleges	4
Learning and Skills Council (LSC) and Department for Education and Skills (DfES)	4
<b>Evaluation</b>	<b>4</b>
Leadership and management	4
Achievement and standards	4
Quality of education and training	4
<b>Notes</b>	<b>4</b>
The survey: background and methodology	4
Context of the further education sector	4
<b>Further information</b>	<b>4</b>
<b>Annex 1: List of colleges participating in the survey</b>	<b>4</b>
<b>Annex 2: The <i>aide-memoire</i></b>	<b>4</b>

---

## Executive summary

The colleges in the further education (FE) sector surveyed in this report were broadly meeting their responsibilities under the legislation; there has been good progress in some areas. However, too few were actively and systematically instigating change to improve race equality at the rate which might be expected after three years, particularly with regard to aspects of staffing and governance.<sup>1</sup>

A survey of a wide range of colleges and inspection reports was carried out by Ofsted and the Adult Learning Inspectorate (ALI) between May 2004 and June 2005. The main purpose of the survey was to evaluate progress and good practice in response to the Race Relations (Amendment) Act 2000.

The survey covered:

- the general duty of colleges to eliminate unlawful racial discrimination and promote racial equality and good relations between persons of different racial groups
- the assessment by colleges of the impact of their policies on learners and staff from different racial groups
- their monitoring, by racial group, of the participation, retention and achievements of learners, and of staff recruitment and career progress.

All colleges had race equality policies and most were implementing action plans. The best practice was usually found in colleges in multiracial areas, but not exclusively so.

A key factor in the most effective colleges was the leadership of the principal and senior managers in establishing a college-wide ethos of equality and high aspirations for all.

Nationally, the success rates of groups of Black and minority ethnic (BME) learners of all ages have improved at an above average rate.<sup>2</sup> There were significant improvements in general further education (GFE) colleges for particular groups of 16–18 year old learners whose success rates were exceptionally low previously, such as Bangladeshi, Black Caribbean and Black Other learners. About half of colleges surveyed identified improvements in achievements, or the maintenance of high standards, for some or all racial groups represented in those colleges. In the best practice, effective action was improving the achievement of specific groups.

Almost all colleges had successfully created environments where learners of diverse heritage felt welcome and safe. There were effective procedures and strategies to tackle racism and harassment. Cultural awareness was being raised in most colleges, although the promotion of good race relations

---

<sup>1</sup> Colleges were required to have race equality policies in place in May 2002

<sup>2</sup> Success rates indicate the number of qualifications achieved as a percentage of those started.

through the curriculum was patchy. There was insufficient promotion and monitoring of equal opportunities in the workplace for work-based learners, and inadequate vetting of work placements for full-time learners with regard to race equality policies. There were strong links with community groups resulting in programmes of study which enabled good participation of BME learners.

The setting of targets for improvement was not well developed in the majority of colleges, and there was inadequate analysis and use of data to inform planning. Not all governing bodies were receiving adequate reports to keep them informed of how well their responsibilities were being discharged.

BME staff were under-represented at management level, and some aspects of the monitoring of staff careers by racial group were not being implemented. A minority of colleges were using positive action programmes to develop the careers of BME staff, with some success.

## Key findings

### Leadership and management

- ❑ The majority of colleges were broadly meeting their responsibilities under the legislation to eliminate unlawful racial discrimination and to promote racial equality and good relations between people of different racial groups.
- ❑ Not enough colleges were actively and systematically instigating change to improve equality of opportunity at the rate which might be expected after three years.
- ❑ A key factor was the quality of leadership by the principal and senior managers in establishing a strong college-wide ethos of equality and high aspirations for all.
- ❑ In a minority of colleges, usually where there were few BME learners, managers did not see race as a relevant issue.
- ❑ Arrangements to assess comprehensively the impact of policies, or to publish the findings of monitoring, were not well developed.
- ❑ The analysis and use of race-related data on learners' participation and achievements, and on staff recruitment and staff career progress, were underdeveloped in about half of colleges.
- ❑ The large majority of colleges were making good contributions to race relations in their communities.
- ❑ Action to tackle racism was swift and generally effective.

### Achievement and standards

- ❑ The majority of colleges attracted BME learners in the same or, frequently, greater proportions than were found in the local population.
- ❑ Nationally, success rates of BME learners of all ages have improved at an above average rate, with significant improvements for some groups of 16–18 year old learners.
- ❑ In the best practice, colleges' race equality policies embraced principles of inclusiveness and support for learners.
- ❑ In a small minority of colleges, low achievements amongst some BME learners were persisting.

### Quality of education and training

- ❑ The promotion of equality and diversity through the curriculum is a common feature, but it is rarely embedded consistently across the whole curriculum.

- ❑ A minority of colleges had devised effective strategies to improve the retention and pass rates of specific underachieving groups.
- ❑ Almost all colleges monitored individual learners' progress using learning targets.
- ❑ Teachers, managers and support staff in most colleges had benefited from some training in equality and diversity, but there is insufficient training in about half of colleges.

## **Governance**

- ❑ Not all governors were fully apprised of their responsibilities or their college's progress.
- ❑ In just over a third of the colleges surveyed for this report, the proportion of governors of BME heritage did not reflect the ethnic profile of the local community or of learners.
- ❑ Governors had not received training on race relations legislation in about a third of colleges.

## **Employment**

- ❑ The least progress had been made with regard to staffing. None of the colleges had a staffing profile which closely reflected the ethnic profile of the local population. BME staff were least frequently found in middle and senior management posts.
- ❑ Most colleges were not monitoring the career progress of staff, analysed by ethnic group (a specific duty under the legislation), in a sufficiently systematic manner.
- ❑ Large colleges in multicultural areas with a high proportion of BME staff were the most likely to have embraced a 'positive action' approach to the development of staff careers.
- ❑ The most proactive colleges were adept at developing ways to 'grow their own' future staff and managers of BME origin.

## **Learners' views**

- ❑ Learners identified as strengths in their colleges friendly and supportive teachers, the safe and secure environment, the respect with which they were treated as individuals, and the support and opportunities they were provided with. The quality of teaching and learning was also important to them, as was a good atmosphere in the institution. Learners gave very few examples of problems relating to race. Concerns focused mainly on college facilities such as access to information and communications technology (ICT).

## Recommendations

### Colleges

To help them to meet their statutory responsibilities colleges should ensure that:

- the findings of monitoring are published in straightforward, attractive format to reach all stakeholders
- performance indicators and judgements relating to equality of opportunity for BME learners and staff feature in annual self-assessment reports
- all governors are trained in their legal responsibilities with regard to the Race Relations (Amendment) Act 2000
- governing bodies receive reports assessing progress in meeting their legal responsibilities.

Colleges should improve:

- systematic action planning based on the effective use of race-related data on learners' participation and achievements, on staff recruitment and staff career progress
- use of target setting in relation to specific groups of learners, and to all aspects of staffing and professional development
- methods for assessing and monitoring the impact of policies on learners, staff and other stakeholders
- integration of literacy and language skills into all teaching and learning
- integration of cultural awareness and the promotion of good race relations into the curriculum.

Colleges should also:

- take advantage of national initiatives and programmes which provide opportunities for BME staff and managers to develop their careers
- collaborate with other colleges and organisations to contact and recruit potential BME employees and governors, and to develop local positive action programmes.

### Learning and Skills Council (LSC) and Department for Education and Skills (DfES)

The LSC and DfES should:

- encourage colleges to evaluate progress against their race equality schemes through self-assessment
- promote initiatives which improve recruitment and career progress for BME staff in the FE sector
- identify and support strategies for encouraging more BME people to become college governors.



## Evaluation

### Leadership and management

1. In colleges with the best practice, managers initiated imaginative, systematic and sustained activity to tackle endemic problems such as underachievement of learners, and imbalances in the college's staffing, management and governor ethnic profiles. A key factor in this success was the quality of leadership by the principal and senior managers in establishing a strong college-wide ethos of equality and high aspirations for all. The colleges responding with the most vigour and imagination tended to be those operating in areas with high levels of racial diversity, although not exclusively so. In these colleges, managers had the confidence to use positive action to improve opportunities for both learners and staff of BME heritage. Measures to combat harassment and discrimination were in place in all colleges surveyed. However, a significant minority had not made the progress which might have been expected, three years after they were required to put a race equality policy and plan in place. This was particularly the case with the development of staffing and the effectiveness of governance, even in some colleges which had made otherwise good progress. Independent specialist colleges made the least progress in developing their responses to the legislation. Half of the ten colleges inspected in 2004/05 had been slow to meet, or had not fully complied with, the Race Relations (Amendment) Act 2000.

#### ***Good practice: (1) A whole college approach to race equality***

##### ***The Oldham College***

*In a town with a recent history of racial tension, this general FE college approaches equality within a context of the celebration of diversity. The key message is that race equality benefits everyone. The college's race equality policy is closely linked to its equal opportunities policy, and both are integrated into an annual equal opportunities implementation plan. A detailed race impact report is presented annually to governors. Challenging targets are set and monitored and action is taken on underperformance, such as a project to tackle the underachievement of learners of Asian heritage. The college 'at risk' team actively supports courses where learners' achievements are below target. The college has regular dialogue with minority ethnic groups, through local community forums. It provides numerous courses that are delivered in the community to meet learners' needs. The college has developed an extensive programme of mandatory staff training and induction, including courses on managing diversity and the promotion of equal opportunities through the curriculum. There are three 'equality champions' working with staff to raise awareness and to develop good practice in curriculum audit, tackling underachievement and language support. All staff are required to agree at least one personal target each year indicating how they can contribute to the promotion of equal opportunities. Numerous*

*enrichment events related to race include a 'celebrating diversity competition', which last year attracted 106 entries involving 263 learners. The college has set ambitious recruitment targets for BME employees, and has made progress towards meeting them. It has strongly supported the career development of BME staff, making use of positive action initiatives. It leads the North West Development Agency's two-year Positive Action Project, which aims to promote best practice in equality and diversity in employment with 20 major public service employers in the region. This project also incorporates a further education initiative, which encourages members of the BME community to seek employment opportunities in further education.*

## **Race equality policies and plans**

2. All the colleges had race equality policies, sometimes incorporated into broader equality and diversity plans. Relatively few policies were in place by the required timeframe of May 31 2002 (the most recent was agreed by governors in January 2005). The majority of policies were of a satisfactory or better standard. The best covered all legal requirements but also incorporated further aspects arising out of the college's analysis of the needs of the institution as well as the college's principles and ethos. These policies displayed creativity and a real understanding of the local context. A minority of policies barely covered the minimum requirements. Some colleges adopted a model which contained commitment to positive action; others were more circumspect about this, or did not mention positive action at all.
3. The themes which policies were most likely to cover included the college's principles and values regarding racial equality; admission, access and participation; racial harassment and bullying; curriculum, teaching and learning; learner support and guidance; behaviour and discipline and cultural needs of learners; staff recruitment, training and career development. Some of the best plans explicitly stated the responsibilities of different groups within the college, including governors; principal and senior managers; heads of school and course leaders; teachers; and learners.
4. There was poor integration of race equality aspects into general planning and development processes in about a third of colleges. The most effective colleges built arrangements for the implementation and monitoring of the policy and plan into their mainstream planning and monitoring processes e.g. faculty or department plans, and course reviews and action plans, leading to the college's self-assessment process and report. However, a fully integrated process was relatively unusual.
5. The use of data on the ethnicity of learners was underdeveloped in about half of colleges. Almost all colleges stated that they had access to good quality, reliable management data on ethnicity. Most aspects of

learners' enrolment, participation and achievements were monitored and analysed by ethnic group, and the ethnicity of staff at different levels in the organisation was generally known. However, data were frequently not used effectively, particularly in the drawing up of action plans or setting of targets for improvement, thus weakening the drive towards progress. In two colleges, the ethnicity of more than one in five learners was unknown.

6. Most, but not all, policies referred to regular review of the policy, and included statements about the monitoring and assessment of progress towards meeting the race equality duty, and arrangements for publication. Only a small minority of policies explicitly covered the language needs of learners, assessment practice and partnership and community links as aspects of the promotion of equality. Many of the aspects not specifically covered in race equality policies were covered in other college policies. However, links and cross-references were not always made to ensure that race equality responsibilities were being covered, and that staff and learners were aware of the range of ways in which equality and good race relations were being promoted.
7. Despite policy commitments to reviewing progress, few colleges had systematic arrangements to assess the impact of race equality policies on different racial groups, which is a legal requirement. Most colleges were gathering learner participation and achievement data, and making use of satisfaction surveys. One effective example of impact assessment was a concise report which evaluated the recruitment and career progress of BME staff; the training and development for all staff on equality and diversity; the career development of BME staff, including management training; performance appraisal and target-setting for staff; complaints of discrimination and harassment; learner enrolments, retention and achievement; the experience of minority ethnic learners; partnerships with minority ethnic communities; and the fostering of good community relations on campus. A small number of colleges were using external consultants to develop methods for assessing impact. In one example, a consultant was using focus groups, interviews and questionnaires to enable staff and learners to communicate their experiences and views on the college's equal opportunities policy and practices. Direct gathering of information on the experiences of BME learners, as opposed to reliance on generic satisfaction surveys, was not sufficiently in evidence.
8. Although most colleges claimed to have arrangements for publishing the outcomes of their monitoring, in most cases this related to publication through formal channels such as the minutes of the corporation. Few examples were seen of publication to learners and other stakeholders.
9. A small minority of colleges visited did not have an action plan to accompany their policy. In some cases, the lack of a formal plan was not

preventing good activity taking place within the college, sometimes building on a long-standing tradition in this area. In others, relevant planning was built into other equality and diversity plans or strategic plans; in a few cases, the absence of a plan was due to a lack of urgency in relation to race equality, usually because the college had few BME learners and did not consider it a priority.

10. Most colleges had sought advice in developing their policies, from a wide range of bodies including the Association of Colleges (AoC), the local and national LSC, the Learning and Skills Development Agency (LSDA) and the Commission for Racial Equality (CRE), as well as trades unions. A few had not sought advice externally. These tended to be colleges with little enthusiasm for a theme they judged to lack relevance to their institution.
11. Committee structures to support race equality developments varied considerably. The main differences concerned the closeness of committees dealing with race equality to the governing body. Governors were more likely to receive clear messages about progress in meeting their race relations responsibilities where the lines of communication were short and direct. There were two main types of committee structure. One had an equality and diversity committee (or similar title) which reported to the academic board, and through the academic board to the governing body. Reporting might be indirect, in other words through the distribution of minutes, apart from an annual equal opportunities report. The second type had an equality and diversity committee which was a subcommittee of a governing body committee. In a small minority of colleges, there was an equality 'executive' or action group on equality and diversity – or, unusually, on race alone – which reported directly to the governing body. Where there was a large BME learner group, there was more likely to be a shorter line of communication to the governing body. In most but not all colleges, there was representation of learners on equality and diversity committees dealing with race and in some cases governors were represented on the relevant committee. In a few larger colleges, there were separate working groups dealing with different aspects of equality and diversity. In most colleges, the vice principal, deputy principal or other senior manager had responsibility for race equality. In a small minority of colleges, the principal took on this role.
12. The majority of colleges had links with external organisations which assisted their race relations activities. Through these, colleges were making a significant contribution to community cohesion and development, including good race relations and social inclusion. Colleges were working with both national and local equality networks, for example those operated by LSDA and LSC; local race equality organisations; the equal opportunities groups of local strategic partnerships; and many others including youth forums, refugee

networks, local councils, community groups and housing associations. In many cases, the college played a key role in these groups, with the principal or other senior manager acting as chairman, for example on local strategic partnerships. One inner city college cited membership of 40 local groups. Most of the small minority of colleges which did not work with external partners on race were sixth form colleges.

## Tackling racism

13. Most colleges had effective procedures to tackle and prevent racism. A majority of colleges aimed to promote an atmosphere of mutual respect and appreciation of diversity through displays of positive images, an effective tutorial system and the good example set by staff. The numbers of race-related incidents reported by colleges were small, and swift action was taken where these occurred. Inspection reports and survey visits show that colleges in areas of racial tension and where right-wing political groups are active are very aware of their pivotal role in the community and the large majority actively seek to provide a safe and harmonious environment for all learners. Most learners met by inspectors knew how to access their colleges' complaints procedures and understood the policies on tackling racial harassment. Almost all learners stated that they felt safe in the college environment. In the small minority of colleges where concerns were expressed, learners and staff identified that a range of actions and procedures had been put in place and that the issues had been resolved. However, in one college, a lack of determination in the approach to race relations allowed racist attitudes to be openly expressed.

### ***Good practice (2): tackling and preventing racism***

*Key factors in effectively tackling racism are:*

- *awareness-raising and effective, swift, anti-racist procedures backed up by senior staff. Demonstration of the college's commitment to equality and respect for all, through posters and displays, creates an environment where learners recognise and reject racist behaviour. This is supported by readily accessible complaints and anti-bullying procedures, and discussions within tutorials and the curriculum. In one college, mentors are provided to support learners in reporting racist incidents and a 'hate reporting system' has been developed to ensure that all staff and learners can easily do so.*
- *close attention to the social context, and the provision of staff who have the skills to intervene effectively. In one college, a youth worker was successfully employed to integrate learners of different racial groups, after one group 'took over' the common room, causing others to feel intimidated. This defused potential racial tension.*
- *collaboration with other local organisations. Some colleges act as reporting centres for local anti-racism initiatives, working in conjunction with the police and race equality groups in the area. Other examples*

*include anti-racist activities with local football clubs.*

- *attention to security. Effective but sensitively-managed security arrangements, carried out by staff who understand the local context, can prevent and resolve conflict.*

## Quality assurance

14. Colleges' quality assurance arrangements, including lesson observations and the processes leading to the college self-assessment report, usually included some aspects broadly relating to equality of opportunity. Few specifically monitored the impact of equal opportunities or race equality policies, for instance by measuring the outcomes of action plans or of achievement targets for specific groups. The introduction of equality and diversity impact measures (EDIMs) by local LSCs is beginning to have an effect in this area, although these relate to all institutions in the local LSC region and are not always specifically relevant to the college.
15. Almost all colleges had methods for gathering learners' views, including surveys, focus groups and student councils. Surveys were more likely to include general matters relating to equal opportunities rather than specific references to race. Typically, they included references to feeling safe, being treated fairly and getting the help needed in order to learn. The practice of analysing the outcomes of surveys by ethnicity of respondents is not universal, although it is carried out by one of the largest commercial companies used by colleges for surveys of learners.
16. Similarly, while colleges generally had sound processes for receiving learners' complaints and analysing them, the analysis did not always include breakdown of complaints by the ethnicity of the complainant. Colleges emphasised that complaints related to racial matters were extremely rare. In a minority of colleges, complaints were not always analysed to see whether they were related to equality of opportunity. Complaints were not always being assiduously recorded or aggregated at college level.

## Employment and staff development

17. The least progress had been made with regard to staffing. None of the colleges had a staffing profile which closely reflected the ethnic profile of the local population or their learners at every level of employment. BME staff were least frequently found in middle and senior management posts, reflecting the findings of other national surveys. It is a weakness in the sector that only a minority of colleges were successfully improving this position.

18. All colleges had analysed the proportions of staff at different levels of BME heritage, but most were not fully and systematically monitoring the career progress of their staff, analysed by ethnic group. Almost all were monitoring applications for posts, selection for interview, and success at interview by ethnic origin. However, the progress of staff in post was not being monitored adequately with regard to internal promotions, the take-up of staff development opportunities and the outcomes of appraisals. Some colleges took the view that, in their local context, numbers of BME staff were so small as to be statistically insignificant. However, whilst small numbers need to be analysed with caution, the monitoring of the career progress of BME staff is a legal requirement and informs strategies for improving the proportion of BME staff at all levels of the organisation.
19. Positive action to support BME staff in developing their careers was in use by only a minority of colleges. Large colleges in multicultural areas with a high proportion of BME staff were most likely to be employing positive action. They were doing so with confidence and, in some cases, creativity in a context where discussion of such matters was familiar, frank and unembarrassing for all involved. Positive action had led to good career progress for BME staff. Smaller colleges, or those in areas of less cultural diversity, were also participating enthusiastically as far as resources allowed, although one college reported that it was hampered from offering a secondment opportunity to a BME employee from another college for financial reasons.

***Good practice (3): positive action to improve the career progress of BME staff***

***Greater Manchester Positive Action Project 2002–04***

*The project was led by The Oldham College in collaboration with Hopwood Hall College (Rochdale), Bolton Community College, Bury College, Salford College, Tameside College, Manchester College of Arts and Technology, City College Manchester and the Greater Manchester Learning and Skills Council, and funded collectively by the colleges and the LSC. The aim of the project was to use positive action to recruit more members of BME communities within Greater Manchester to work in further education and training. The project set up regular drop-in opportunities at participating colleges to encourage BME people in local areas to find out about employment opportunities in further education and training. Participants registered with the project for a package of services including career development interviews, job search skills training, and in some cases training for relevant vocational qualifications. By the end of the project, 301 participants had registered; 75 had developed individual action plans; 55 had been accepted for training leading to nationally recognised qualifications, 19 had achieved jobs in partner colleges and a further 11 with providers of other post-16 training. The project is continuing as part of the North West Development Agency's two-year Positive Action Project led by The Oldham College.*

**Hackney Community College**

*A general FE college in an area of high ethnic diversity, Hackney Community College has been committed over a long period to ensuring that its staffing and management ethnic profile match that of the local community and of learners. A number of BME staff and managers started at the college as learners. The Black managers' group confirmed the college's support for their development as managers in a multicultural environment, for example by providing information about religious requirements, and guidance on how to tackle language issues and improve learners' achievements. The college is encouraging team leaders and senior teachers to join the leadership programme, in order to build future management capacity. The college has its own leadership training centre with a strong emphasis on equalities in its curriculum. Of staff on the leadership programme, 57% were of BME heritage in 2003/04, with above average participation by Black African and African Caribbean staff. Some BME staff who attended an external positive action management programme have progressed to senior posts in other colleges.*

**City of Wolverhampton College**

*This general FE college launched its Black staff support group in December 2004, led by one of the college's minority ethnic senior managers, with the full backing of the principal. The group's purpose is to support the personal and professional development and career planning of BME staff. BME staff have been able to take advantage of positive action opportunities through national initiatives. Examples include:*

- *one manager was seconded through the Black Leadership Initiative (BLI) to act as quality adviser in another college*
- *three managers took part in the inspection shadowing programme offered by Ofsted through the BLI*
- *one manager participated in a one-week secondment organised by the Association of Colleges (AoC) to shadow the chief executive of the local authority*
- *a number of staff have taken, or are taking, management or teacher development courses through the Centre for Excellence in Leadership (CEL), which have funded places for BME participants*
- *staff attend events organised by the BLI mentor programme.*

*As a result of these opportunities, a number of staff have progressed in their careers, both within the college and in other colleges and organisations.*

20. The most proactive colleges were adept at developing ways to 'grow their own' future staff and managers of BME origin. A number of colleges visited had good records on encouraging local people to enter learning, then to become part-time teachers or support staff – with



appropriate training – often progressing to full-time employment and, in some cases, management careers. Examples of creative activities to increase the proportion of BME staff include working with BME community groups to set up programmes of learning to meet their needs, and through this process developing individuals as qualified teachers. Another example is the work being undertaken by one college, currently in its early stages, to enable women of Asian heritage to study in community settings towards a foundation degree, through collaboration between FE colleges and a local university.

21. Despite strong efforts by some colleges, in some localities it has proved difficult to attract BME staff. A college specialising in land- and animal-based industries reported that there were few BME people with the appropriate experience and qualifications to teach in this field, and that there was little interest in the relevant skills sector council in addressing the issue. The college had successfully increased the numbers of BME learners in some aspects of its provision to improve the pool of potential teachers in the future. One GFE college in a shire county reported that it had tried the following, to little effect: advertising in publications aimed at BME readers; attendance at local African-Caribbean and BME recruitment fairs for public service employment, held on Saturdays; and drop-in recruitment days for members of the public interested in employment at the college. It also conducted annual reviews of staff recruitment and selection procedures, including the checking or shortlisting and interview criteria, questions and scoring, to ensure that no race or disability discrimination was evident; and internal and external audit of HR policies and procedures.
22. A visit to one college with a good record on issues of diversity, in a multicultural environment, drew attention to controversial aspects of the promotion of race equality. Managers took the view that positive action would be regarded as 'singling out' BME staff for special treatment in staff development. They referred to the dangers of 'tokenism' or favouritism in a locality where there were tensions between different ethnic groups, and a fear of 'setting progress back'. Their staff development policy was to ensure that all staff felt supported in having their individual development needs met, leading to success for all according to their potential. Managers stated that BME staff did not like the idea of formal positive action schemes, although some staff met by the inspector were more ambivalent. The college had not put staff forward for national initiatives such as work-shadowing opportunities for this reason. Managers in this college were expressing openly a view which was perhaps implicit in other colleges visited in areas with fewer BME staff, and where less activity had taken place. There appeared to be some embarrassment about offering opportunities to individuals on the basis of ethnicity. A few principals stated that pay and conditions in the FE sector did not compare well to those in other public services, which were more successful in recruiting BME staff.

23. Confusion about what is and is not legal can also be a factor in holding back progress. The meaning of positive action, and how it differs from illegal positive discrimination, is not always well understood (see paragraph 56). One college had been advised incorrectly by solicitors against the use of aspirational targets to improve the proportions of BME staff. An extreme instance illustrates the sensitivities which have to be managed by colleges when dealing with staffing matters. A college was taken to an Employment Appeal Tribunal by a White member of staff who thought the college had discriminated against her by promoting a BME colleague. The tribunal found that the college had not racially discriminated when appointing a minority ethnic candidate to the role, and praised the quality of the college's recruitment procedures.

## **Governance**

24. Governing bodies in a minority of colleges were not receiving adequate reports on how well their legal responsibilities were being discharged with regard to race. They were receiving generic reports on equality of opportunity but these did not pay enough attention to specific duties on race or to progress against development targets. The lack of training on race relations legislation in a third of the colleges surveyed indicates that governors may not be fully aware of their responsibilities.
25. In a significant minority of the colleges surveyed, the proportion of governors of BME heritage did not reflect the ethnic profile of the local community or of learners, and in almost half the colleges surveyed reported difficulties in finding BME governors. Colleges were striving to improve the representation of BME groups, but were often struggling to identify and recruit potential governors to fit specific categories of vacancy, particularly but not solely in areas with low BME population. If a BME governor leaves, it can be difficult to replace that person. In one case, disagreements between community groups about who should be selected for a vacancy led to the vacancy remaining for more than six months. Successful strategies mainly related to the development of good relationships within communities, and with organisations committed to community objectives. Others were: making use of current learners and their parents to make contacts; holding a reception event for potential governors to aid succession planning; and building personal links by 'getting to know the movers and shakers in the local community'. Direct contacts with individuals were generally more successful than advertising or mailshots. The use of external co-opted membership can be a good way of introducing potential new full members to the work of the corporation.

## Achievement and standards

26. Learners from all ethnic backgrounds are increasingly succeeding in achieving their qualifications in the FE sector. Overall, success rates for learners of BME heritage of all ages increased at an above average rate between 2002 and 2004. For 16–18 year old learners, particularly in GFE colleges, there were some significant improvements for particular groups whose success rates were exceptionally low previously, such as Bangladeshi, Black Caribbean and Black Other learners.

**Table (i) Success rates of 16–18 year old learners in GFE/tertiary colleges**<sup>3</sup>

Ethnic heritage of learners	2001	2002	2003
Bangladeshi: Success rate %	52	59	66
Black African: Success rate %	55	61	66
Black Caribbean: Success rate %	48	52	56
Black Other: Success rate %	47	52	60
Chinese: Success rate %	60	61	66
Indian: Success rate %	58	62	65
Pakistani: Success rate %	55	58	63
White: Success rate %	59	62	65
Asian Other: Success rate %	58	62	67
Other: Success rate %	55	59	64
Unknown: Success rate %	57	57	62
Mixed: Success rate %	53	54	60
<b>All learners: Success rate %</b>	<b>58</b>	<b>61</b>	<b>64</b>

*Source: LSC Individual Learner Record data for all long and short courses, including key skills.*

27. Most colleges analysed retention and pass rates by ethnic group. About half were able to identify particular groups of learners who were more likely to drop out or underachieve, although data were not always available at course level. A third of colleges did not know whether particular groups were more likely to drop out. The groups cited by the colleges as the most likely to drop out or underachieve tended to reflect national patterns. In a small minority of colleges, there was no difference between the achievement rates of different groups of learners; in a few others, BME learners had higher rates of achievement overall than White British learners. About half of the colleges identified improvements to, or the maintenance of high standards in, retention and pass rates for BME learners over recent years. Most colleges did not track learners' destinations by ethnicity and few analysed the value added to learners' prior achievements in this way.

<sup>3</sup> Success rates indicate the number of qualifications achieved as a percentage of those started.

## Improving the retention and pass rates of underachieving groups

28. Strategies to improve the staying-on rates and success of particular underachieving groups were showing positive results in some colleges with high proportions of BME learners. In effective colleges with low proportions of such learners, close attention to the needs of individual learners achieved good results.

### ***Good practice (4): strategies to improve outcomes for underachieving groups***

*Successful strategies include:*

- *reviewing the curriculum to improve relevance, appeal and accessibility. Location can be an important factor. Examples include courses in DJ skills and music technology which have attracted previously disaffected young African Caribbean men; courses in the community designed to attract Asian women onto programmes with carefully-designed progression; courses in construction skills such as plumbing, in community locations to attract under-represented groups*
- *tailoring teaching and learning methods to meet learners' needs, along with remodelling the curriculum to ensure 'small step' progression. In the best examples, basic skills and language support are integrated into the curriculum*
- *increasing the numbers of role models by employing staff from minority ethnic backgrounds, including bilingual staff*
- *ensuring a safe and welcoming environment, with an overt commitment to equality demonstrated through posters and other images*
- *taking quick and effective action to address discriminatory or bullying behaviour*
- *using strategies to ensure good behaviour by learners on campus such as 'RESPECT' campaigns, which make clear the standards expected and the penalties for ignoring them*
- *providing strong academic support for all learners, for instance through the use of academic tutorials provided by specialist subject teachers*
- *using trained learning mentors and 'study buddies'*
- *monitoring attendance closely and taking prompt action to address problems*
- *engaging parents in learners' induction and progress reviews. One college found that encouraging the fathers of Asian heritage young men to come into college during induction made a difference to the learners' attitudes on a course where there had previously been poor*

*achievement*

- *participating in Aim Higher programmes using learning mentors, to encourage young people to consider higher education (HE)*
- *providing events in the community for parents on opportunities for progression to HE*
- *holding 'Black Achievement' events to inform, motivate and inspire*
- *providing staff training in how to support minority ethnic learners*
- *strengthening links with local communities and community guidance workers*
- *strengthening transition arrangements between school and college, including courses for 14–16 year olds*
- *strengthening initial advice and guidance and tutorial support for 'at risk' learners.*

***Good practice (5): Tameside College – a project to raise the achievement of Pakistani and Bangladeshi heritage learners***

*In this general FE college in Greater Manchester, a project team researched the causes of underachievement amongst learners of Pakistani and Bangladeshi heritage. This included comprehensive data analysis, including links between entry grades and courses outcomes; an assessment of language proficiency; and analysis of the take-up of additional support, as well as interviews with learners, parents, college staff and others.*

*The research identified that home-college liaison needed to be improved. As a result, bilingual 'achievement workers' called on parents at home to inform them of formal and informal opportunities to visit the college. They accompanied individual or groups of parents to the college and organised seminars for parents at community centres on key curriculum issues. They simplified and translated important college correspondence.*

*Specific support was targeted on learners at risk of underachieving. The project team assisted in monitoring learners' academic progress, including attendance, punctuality and attainment, in close consultation with tutors and other teaching staff. They maintained an accurate and comprehensive record of contacts with an agreed 'caseload' of learners and/or parents; assisted teaching staff with parents' consultation evenings, and other meetings and contact with parents of learners; and set up a base in college where an achievement worker could be available to meet the parents.*

*After the project's third year, learners' satisfaction had increased with the support they received, particularly for Bangladeshi learners. Previously well below the college average, these rates are now well above. Retention rates*

*for 16–18 year olds have risen by 7% for Bangladeshi learners and by 4% for Pakistani learners, and pass rates for both groups are at about the college average.*

## Quality of education and training

### The curriculum

29. Most colleges encouraged learners to consider matters relating to equality and diversity within the normal curriculum. Equality and diversity, in the best examples, were integrated into the curriculum and given a high profile through assignments, displays and posters. Most importantly, staff reinforced positive attitudes through example and by developing learners' knowledge and understanding through curriculum content and materials. Learners on a sports science course were engaged in projects based on the "kick racism out of sport" initiative; art learners were developing an exhibition of African art; hairdressing and beauty therapy learners studied Asian hairdressing and make-up; and learners taking a level 2 communication key skills award discussed the Stephen Lawrence case. In an art and design lesson, learners were making group presentations on a cultural awareness assignment. They had conducted primary research in the community using questionnaires, and had investigated music, food and other aspects of culture to produce interesting and dynamic designs.
30. Inspection reports show that the integration of issues relating to equality and diversity into the curriculum is patchy in about half of general FE and independent specialist colleges. This integration is more likely to occur where course content lends itself most readily, for example in humanities, English and health and social care, and is less likely to be found in technical subjects such as engineering and construction. While most colleges seek to ensure that course content and learning materials are not discriminatory, few have developed systematic methods for ensuring that all learners consider these topics within the curriculum. Sixth form colleges have more consistently integrated diversity and equality matters within their curricula. Few colleges visited had systematic methods for assessing the promotion of good race relations within their curricula. Almost all colleges cited lesson observations as a key method of monitoring equality and diversity, yet there were few examples of this process leading to statements about the quality of teaching and course content in this regard. There were few examples of curriculum managers sampling schemes of work, for instance, to match course aims to the objectives of the college's race equality or equal opportunities plan.

***Good practice (6): the effective integration of equality and diversity throughout the curriculum***

**Holy Cross College**

*Holy Cross College is a Roman Catholic sixth form college in a predominantly White area (Bury), in which the proportion of BME learners is double the proportion of BME people in the local population. The college attracts in particular learners of Pakistani heritage and a significant minority of learners are Muslims. The college's mission statement makes specific reference to the inclusivity of the college, and the prospectus includes welcoming statements in community languages. The religious education programme and assemblies are inclusive of all faiths. A curriculum audit was carried out and all staff are made aware of the standards expected with regard for respect for race and culture. The tutorial system includes specific sessions on asylum seekers, racism and the college's equality and diversity policies. Staff training has taken place on the race equality policy and the legislation, and on cultural awareness; new staff receive equality and diversity training as part of their induction. The college promotes good race relations in college through events such as One World Week and specific cultural activities such as an annual Eid party. The chaplaincy organises a weekly faith sharing group which is attended by learners of both the Christian and Muslim faiths. The equality assurance manager meets with BME learners as part of a biannual focus group to assess needs. There is a teaching and learning group which looks at ways of spreading good practice in integrating equality and diversity into the curriculum. The college supports a charity in Pakistan, and has actively supported the families of learners who are asylum seekers and are facing deportation. There is a successful programme of evening courses which are providing opportunities for adults, particularly Asian women.*

**Derwen College**

*Derwen College is an independent specialist college in Shropshire which provides residential further education and independence training for young people aged from 16 to 25 years who have complex and severe learning difficulties and/or disabilities. Curriculum managers ensure that learning materials are free from stereotyping and present positive images in terms of race, gender and disability. Learners are encouraged to sample foods from around the world at meal times. Learners on catering courses prepare foods from diverse cultures and visit major cities to sample Indian, Chinese, Arabic and African-Caribbean cultures and foodstuffs. A recent fashion show involved 40 learners on performing arts and design courses, who presented costumes and dances on an African theme to an audience of 200. This event had a strong impact on learning, particularly communication skills. As part of the personal development programme on beliefs and cultures, learners visit churches, mosques and temples. Following the visits, learners evaluate their learning and share it with others.*

**Lewisham College**

*Lewisham College is a general FE college in which almost two-thirds of learners are from minority ethnic backgrounds. As part of the college's strong focus on equality and diversity, the quality and suitability of curriculum*

*materials, resources and assignments are evaluated each year. Frequent feedback is sought from learners on their college experience. Focus groups discuss resources with learners. Care is taken to ensure that posters, booklets and leaflets present inclusive images. The college provides intensive language teaching to many new arrivals to the United Kingdom. This has included provision aimed at secondary school learners, young people and adults. Careful consideration of their different needs has resulted in a relevant curriculum, has strengthened tutorials and provided targeted support, leading to improved retention. Pastoral and tutorial support for asylum seekers and refugees includes support groups for victims of torture and intensive counselling.*

31. In most colleges, equality and diversity topics were covered in tutorial programmes. In the best examples, tutorial programmes contained comprehensive lessons and activities that raise awareness of diversity and encouraged debate and understanding. Staff were trained and confident in delivering tutorials, in dealing with all aspects of diversity and equality and in tackling racism. Induction for learners in the majority of colleges included the promotion of race equality, rights and responsibilities and dealing with bullying and harassment. Many learners were not sufficiently aware of this information, despite the provision of written information in the college diary. For a minority of learners, the language in the diary was too complex.
32. Enrichment activities which promote good race relations and racial harmony were offered in most colleges. A range of activities and events were arranged during the academic year to raise awareness of, and to celebrate, diversity. Events included Holocaust remembrance, black history month, diversity fairs and Eid celebrations. At a specialist horticultural college, the traditional celebration of harvest festival has become a cultural celebration of food and different faiths. A large minority of colleges invited members from local minority ethnic communities into the college to talk about their culture and faith. Visits to other areas of the United Kingdom, to Africa and to Eastern European countries such as Poland were also available to learners in a minority of colleges. Learners going on these visits usually shared their experiences with other learners through displays, exhibitions and talks.

### **Staff training and development**

33. Teachers, managers and support staff in most of the colleges benefited from some training in equality and diversity, although inspection reports suggest that there is insufficient training in about half of all colleges. Teaching staff generally received induction training in equality and diversity, including race relations legislation and the college's race equality plan. In the best examples, this included a compulsory induction module on equality and diversity, run termly to ensure that all new



teaching staff participate early in their employment. Good practice includes regular planned activities to raise awareness and help staff plan their work to meet the college's equality objectives. A small minority of colleges did not rigorously monitor staff attendance at these events and does not have an expectation that all staff attend. More significantly, ongoing training is not systematically planned or reviewed in the light of changes in legislation, or to meet the needs of learners.

34. Most front-of-house staff received some training in equality and diversity. For a large majority of staff this was just a short staff development session. In a small minority of colleges, the training was more extensive and included 'welcome host' training and customer care training that focuses on dealing with diverse customers. This good practice recognises the important role of these staff in creating a welcoming atmosphere and also, in the case of security staff, in defusing potential problems.
35. Staff development resources relevant to equality and diversity were available in the large majority of colleges, usually through the learning resources centre. A few colleges had high quality booklets for staff outlining the differences between the major faiths and cultures. Calendars celebrating multi-cultural events and festivals, and posters representing the diversity of the staff and the learner population, were displayed in learning resource centres and learner services centres. Good practice included straightforward and sensible Ramadan and Eid policies which explained to staff the key features of these religious observances and outlined how course provision should be adapted to allow for and celebrate them. Other good examples in staff development included the 'open surgeries' held at one college where teachers shared best practice and discussed and resolved work-based problems.
36. Few colleges had specific support groups for BME staff, but most offered support for all teaching staff new to the college. New teaching staff were usually supported by an allocated mentor who offered formal and informal support in teaching and other aspects of learning. Support groups for BME staff were most likely to exist in colleges with relatively high proportions of such staff. BME staff found these groups helpful in providing mutual support, for example in career development.

### **Support for learners**

37. Colleges recognise that support for learners, both personal and academic, is an important aspect of the promotion of equality of opportunity. Only a small minority of colleges visited had specific mentoring programmes to support learners from minority ethnic backgrounds. However, learners' progress was monitored in all colleges, usually through the tutorial system, where goals and targets were set and monitored regularly. Learners interviewed were positive about the

process. They could clearly see the progress they were making, and understood where action was needed. In the best examples, tutorials were supplemented by individual reviews with contributions by subject tutors and learners.

38. Inspections indicate that the large majority of colleges effectively assesses learners' literacy, numeracy and language support needs and provides appropriate additional support for learning. However, fewer than half of the colleges visited analysed, by ethnic group, the need for take-up and outcomes of additional learning support. These colleges are therefore not adequately monitoring the impact of their learning support policies, and may be overlooking issues affecting learners' achievements.
39. Almost all colleges provided learners with good support on matters relating to their racial or cultural background. Most colleges had suitable support workers in the college and in the local community. A large majority of colleges had earmarked funding to support learners who were struggling financially, including support for childcare, purchase of books and stationery and accommodation. In the best examples, this support was offered in conjunction with local community provision, in particular housing and childcare, and was clearly explained in a booklet. Learners gave examples of how such support, particularly for childcare, had made an enormous difference to their lives and chances of success.

### **Teaching, learning and assessment**

40. Most colleges identified close attention to the needs of the individual, coupled with attention to attendance, behaviour and basic skills as the best way to improve achievements. However, other inspection evidence shows that the need for integrated language support for advanced bilingual learners – those who are taking courses at levels 2 and 3 – is not sufficiently recognised. For these learners, difficulties with particular aspects of study skills, including the use of academic language, can hamper achievement. Teachers can underestimate the importance for bilingual learners of developing generic skills, such as the predictive, analytical and lateral thinking skills necessary for handling examination questions and instructions. Some examination questions demand a high level of interpretive skills. Bilingual learners who appear fluent speakers of English may require greater support in developing these skills, along with lateral thinking skills, and may not meet their potential in examinations, owing to a lack of appropriate preparation and support. In the best practice, teaching techniques integrate the development of advanced English language, study and communication skills into the normal curriculum. Such techniques can make a considerable difference to learners' achievements and thus to the promotion of equality of opportunity.

41. Inspection reports indicate that assessment practice in most colleges is fair and well-managed. Potential bias in marking is avoided by a combination of internal moderation and verification, observation of tutors and assessors and blind marking. In a large majority of colleges visited, this process was supported by an internal verification audit, as well as visits by external verifiers. Most colleges' assessment policies do not explicitly state that assessment would not take place at particular times – such as Ramadan – although in a small minority of colleges, this was embedded into college practice. At one college, learners were required to sign a confirmation that they were aware of the equal opportunities policy and that in their view the assessment of their work had been carried out without bias or discrimination.
42. There was insufficient attention to the vetting of work placements for full-time learners. A majority of colleges did not consistently vet placements to check that the employer had an equality of opportunity policy which would ensure that learners were assessed and treated fairly. Inspection reports show that there is insufficient promotion and monitoring of equality of opportunity in the workplace for work-based learners.

### **Facilities**

43. Specific facilities for learners and staff of different faiths vary. In the best examples, the needs of particular faith groups were met. For example, in some colleges there were good washroom facilities for Muslim learners and well publicised prayer rooms. In other colleges, while there might be a prayer room, some learners and staff were unaware of its existence and washing facilities were inadequate. In a minority of colleges, the prayer room was not a dedicated space – it was also used, for instance, as a quiet room, and/or for individual tutorials and counselling. The most responsive colleges also took care to support learners during Ramadan, for example by setting rooms aside for learners to rest and making sure there are adequate facilities for the purchasing and eating of food after 16.00 hours.

### **Responding to the needs of the community**

44. Identification of the specific educational and training needs of under-represented groups, including racial, faith and linguistic groups, was carried out by the majority of colleges. This was done through work with local community groups and schools, current learners and parents, and through the analysis of information on participation. This work contributed greatly to the promotion of good race relations and race equality within the community. A large majority of colleges had developed programmes to improve access and provide 'stepping stones' to learning for under-represented and underachieving groups. In the best examples, colleges were proactive in working with local communities to develop tailor-made programmes. Many colleges offered

community language programmes and a wide range of courses for adults such as family learning, information and communication technology (ICT), African-Caribbean or Asian hairdressing, salsa dancing, elementary sewing, garden design, 'Asian women into sport' and even renovating pool tables to attract under-represented groups. Many learners progressed to other provision including English for speakers of other languages (ESOL) and basic skills, and courses leading to recognised qualifications. Provision for 14–16 year olds, including disaffected young people, developed in partnership with schools, is providing an important route to achievement for many BME young people.

***Good practice (8): Warwickshire College – working with the community to develop opportunities for BME learners***

*A general FE college, Warwickshire College maintains strong community and employer-based provision and links. Family learning courses at the Sikh community centre foster good race relations and improve opportunities, particularly for women. The college has participated in a collaborative bid to the local LSC by FE and HE providers to fund a 'widening participation' initiative aimed at 13–17 year olds. The purpose is to encourage learners from all backgrounds, particularly African-Caribbean young people, to consider progressing to HE in engineering and land-based industries. The college provides courses in the workplace of a major food producing company, including basic skills for over 50 Asian learners, and legislative programmes in food safety for those whose first language is not English. A basic course in teaching has been successfully offered to women at the Pakistani welfare centre, supported by a worker in English for Speakers of Other Languages (ESOL), as a first step in encouraging them to become teachers. A programme in a youth centre is aimed at young men of BME heritage who are at risk of underachieving.*

**Learners' views**

45. Many of the learners met by inspectors were of BME heritage. About two thirds of the comments made by learners about the strengths of their college related, in the broadest sense, to equality of opportunity. In particular, they valued their friendly and supportive teachers, the safe and secure environment, the way they were treated with respect as individuals, and the support and opportunities they were provided with. About a quarter of the comments on strengths related to the quality of teaching and learning, and a further significant proportion to the good atmosphere of the institution. Almost 60% of the comments relating to aspects of the college which might be improved focused on facilities, in particular, access to ICT, car parking and food. The rest covered issues relating to teaching and learning, support, enrichment and equal opportunities. Very few negative comments related to race aspects.



## Notes

### The survey: background and methodology

46. The survey was commissioned by the DfES to evaluate progress and good practice by FE sector colleges in response to the Race Relations (Amendment) Act 2000.
47. A survey of 41 colleges was carried out by Ofsted and the Adult Learning Inspectorate (ALI) between May 2004 and June 2005 to evaluate progress and good practice in response to the Race Relations (Amendment) Act 2000. The colleges were selected to represent general further education colleges, sixth form colleges and specialist colleges from all regions of England, according to differing levels of participation by BME learners, and included two independent specialist colleges for learners with learning difficulties and/or disabilities. Additional information was drawn from a wider scrutiny of inspection reports from 2004/05, including those for independent specialist colleges, and reference was made to separate Ofsted evidence on raising the achievements of advanced bilingual learners in colleges.
48. The survey covered the general duty of colleges to eliminate unlawful racial discrimination, and promote racial equality and good relations between persons of different racial groups. It also looked at the assessment by colleges of the impact of their policies on learners and staff from different racial groups; and at their monitoring, by racial group, of the participation, retention and achievements of learners, and of staff recruitment and career progress. Colleges were invited to contribute information to the inspection *aide-memoire* (see Annex 2), in advance of a fieldwork visit by inspectors to confirm and add to the evidence. Almost all colleges did so. Colleges were generous with their time in presenting this information and in making arrangements for fieldwork visits. Inspectors would like to thank all who participated. During the visits, inspectors met senior managers, staff, learners and, on occasion, community representatives; observed lessons; and scrutinised documentation.

### Context of the further education sector

#### BME staff, managers and governors in FE sector colleges

49. Research in recent years has identified serious under-representation of BME people at senior levels in further education sector colleges.
50. The Commission for Black Staff in FE was established in 1999 as an independent body, in the wake of the Stephen Lawrence Inquiry, to tackle institutional racism. The Commission's report, *Challenging racism: further education leading the way*, was published in 2002. The Commission found that Black staff were under-represented in particular

regions, for example, London, the North West and the West Midlands, compared to the proportion of BME people in the population. There were only four Black principals, constituting less than one percent of the cohort; there were low proportions of Black staff at managerial level; white staff were more likely to be in permanent posts, despite the fact that Black staff were more highly qualified. The Black leadership initiative (BLI) was subsequently set up to provide a programme of positive action, including secondments, mentoring and work-shadowing, to support Black staff in developing their careers. The BLI is now part of CEL.

51. Recent research carried out by the Network for Black Managers (NBM) on behalf of CEL, identified that, in 2004/05, 267 colleges out of 390 general FE, sixth form, specialist and adult education colleges had no BME managers. Out of an estimated 12,000 managers in the sector, there were 58 second-tier managers and 213 third-tier managers of BME heritage. Of these, 50% of second-tier and 43% of third-tier managers were in London colleges. Thus, approximately 2% of managers were of BME heritage, compared to 9% of the population of Britain, and 6.9% of college staff. There were six BME principals in the sector.
52. Further research by NBM, also for CEL, surveyed the numbers of BME governors in sector colleges. Almost 8% of all potential governor positions (i.e. including vacant posts), were held by people of BME heritage, including staff and learners. This figure is just below the proportion of BME people in the population. However, only nine colleges had BME chairs of governors (2%), and a further 14 vice-chairs. Some 42% of colleges had no governors of BME heritage.

### **Colleges' duties under the Race Relations (Amendment) Act 2000**

53. Colleges were required under the Race Relations (Amendment) Act 2000 to publish race equality policies from May 31 2002.
54. Colleges have a general duty to have 'due regard to the need' to:
  - eliminate unlawful racial discrimination
  - promote racial equality and good relations between persons of different racial groups.
55. Colleges have specific duties to:
  - prepare a written statement of their policy
  - have in place arrangements for fulfilling their specific duties
  - assess the impact of their policies, including the race equality policy, on learners and staff from different racial groups
  - monitor by racial group the admission and progress of learners
  - monitor by racial group staff recruitment and career progress

- include in their written policy a statement about the arrangements for publishing the policy, and the results of their assessments and monitoring
- take reasonable and practical steps to publish, each year, the results of their monitoring.

### Positive action

56. In specific circumstances, the Race Relations (Amendment) Act 2000 allows positive action as a way of overcoming racial inequality. Positive action allows a person or organisation to:
- provide facilities or services (in training, education or welfare) to meet the particular needs of people from different groups (section 35 of the Act)
  - target job training at those racial groups which are under-represented in a particular area of work (sections 37 and 38)
  - encourage applications from racial groups which are under-represented in particular work areas (section 38).

Positive action plans are only intended as a temporary solution and should be reviewed regularly. They should not be used once the under-representation or particular need no longer exists.

### Further information

*Challenging racism: further education leading the way*, Commission for Black staff in FE (association of colleges), (2002)

*A guide for further and higher education institutions*, Commission for racial equality (CRE), (2002)

*An evaluation of the public duty to promote race equality and good race relations in England and Wales*, Commission for racial equality (CRE) and Schneider-Ross, 2002

*Race equality in further education*, Commission for Black staff in FE (association of colleges). Good practice guides in relation to staffing and employment practices:

*Book One: recruitment and selection*

*Book Two: retention and progression*

*Book Three: staff development*

*Further education and work-based learning for young people – learner outcomes in England 2003/04* (ILR/SFR07), Learning and Skills Council, 2005

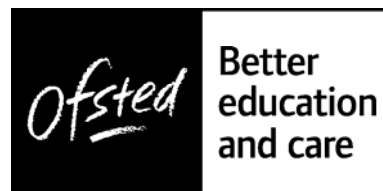


## **Annex 1: List of colleges participating in the survey**

Alton College  
Barnfield College  
Barnsley College  
Bolton Community College  
Brooksby Melton College  
Capel Manor College  
City of Bristol College  
City of Sunderland College  
City of Wolverhampton College  
Derwen College  
Dunstable College  
Hackney Community College  
Hartpury College  
Highbury College, Portsmouth  
Hills Road Sixth Form College  
Holy Cross College  
Hopwood Hall College  
Leeds College of Art and Design  
Lewisham College  
Leyton Sixth Form College  
Plumpton College  
Portsmouth College  
Priestley College  
Redbridge College  
Richard Huish College  
Salford College  
Shipley College  
South Birmingham College  
Stockton Riverside College  
Stoke-on-Trent College  
Sussex Downs College  
Tameside College  
The Oldham College  
Treloar College  
Truro College  
Waltham Forest College  
Warwickshire College  
West Kent College  
West Suffolk College  
Wiltshire College  
Xaverian College

## **Annex 2: The *aide-memoire***

Colleges and local LSCs have found the *aide-memoire* used by inspectors for the survey helpful as a checklist for their work on race equality. Originally designed for electronic completion and analysis, it is included here.



## Ofsted Post Education Compulsory Division

### AIDE MEMOIRE

#### Promoting Race Equality in the FE Sector

**Thematic inspection on the progress and good practice in FE sector colleges in implementing the Race Relations [Amendment] Act 2000**

<b>NAME OF INSTITUTION</b>	
<b>TYPE OF COLLEGE</b> (Please select a college type from the dropdown menu)	
<b>URN</b>	
<b>LSC</b>	
<b>LEA</b>	
<b>DATE OF VISIT</b> (DD/MM/YYYY)	
<b>NAME OF INSPECTOR</b>	

**Background of the Institution (please add details)**

	Information	Data		
1	Numbers of learners on roll 16-18	Total	F/t	P/t
2	Numbers of learners on roll 19+	Total	F/t	P/t
3	Minority ethnic*(EM) learners:	<b>Number of EM learners:</b>  <b>EM as a % of total student numbers:</b>		
4	% of learners with first language other than English.	<b>Overall %:</b>  Four most significant languages after English (State below): 1. 2. 3. 4.		
5	Ethnic profile 16-18 (Please select an Ethnic Group from each drop down list)	<b>% Four largest ethnic groups inc White (State below):</b>  1. 2. 3. 4.		
6	Ethnic profile 19+ (Please select an Ethnic Group from each drop down list)	<b>% Four largest ethnic groups, inc White (State below):</b>  1. 2. 3. 4.		
7	Gender	<b>% Male:</b> <b>%Female:</b>		
8	Widening participation factor (Local LSC formula figure)			
9	<b>Comment on the comparison between ethnic profile of college and that of local population:</b>			
10	Any relevant contextual factors such as college type, geographical details, socio-economic factors, local political factors, presence of refugees/asylum seekers, admissions criteria post 16, religious denomination:			

*\* For the purposes of this summary means all categorised as 'non-white' in the college's data*

**Staffing statistics:**

Staff level	FT/perm. or fractional Minority ethnic* origin shown as % of total staff, all ethnic origins		PT/hourly paid or agency Minority ethnic origin shown as % of total staff, all ethnic origins		Not known  shown as % of total staff, all ethnic origins		Total staff (all ethnic origins)	
	No:	%	No:	%	No:	%	No:	%
Technician/admin/support								<b>100</b>
Teacher/lecturer								<b>100</b>
Middle manager								<b>100</b>
Senior manager								<b>100</b>

*\* For the purposes of this summary means all categorised as 'non-white' in the college's data*

Any commentary about staffing statistics:

## A ACHIEVEMENT AND STANDARDS

How well do learners achieve?

### 1.0 Is there evidence that particular ethnic groups are more likely to? (Please tick the box that applies)

1.1a	Drop out of their courses	<input type="checkbox"/>
1.1b	Underachieve compared to other groups	<input type="checkbox"/>
1.1c	Be poor attendees or unpunctual	<input type="checkbox"/>

Please write in prose comments after 'Comments' prompts.

1.1d Comments

### 1.2 Is there evidence that particular ethnic groups are less likely to progress to positive destinations e.g. FE or HE? (Please select from the drop down menu)

1.2a Comments

**1.3 What action is being taken by the college to improve retention and achievement of underachieving groups?**

1.3a Comments

**1.4 Does the college analyse added value data by ethnicity?  
If so, what does this analysis show?**

1.4a Comments

Examples of good practice that have led to improvements for particular groups: e.g. participation in local Aim higher partnership activities.

1.4b Comments

## **B THE QUALITY OF EDUCATION AND TRAINING**

### **2.0 How effective are teaching, training and learning?**

**2.1** *Give examples of any work carried out to develop the quality of teaching and learning as part of the college's race equality plan, for example:*

- Discussion between staff, and staff and learners, of the college's values and standards with regard to respect for race and culture
- Auditing of curriculum materials and resources to ensure positive images of different races and cultures
- Development of new materials, resources and assignments designed to acknowledge and draw on the differing cultures of learners
- Teaching and learning strategies which meet the language or cultural needs of learners
- Development of tutorial or general studies activities designed to promote awareness and understanding of different cultures, encourage discussion of race-related issues etc
- Work with student union or similar to promote good race relations in college environment
- Work to raise awareness with learners of college's race equality policy and activities, and to encourage their contributions
- Staff development to raise awareness of staff about college's policy and how to implement it through teaching and learning activities

**2.1a Comments**

--

**2.2 How do curriculum managers build race equality aspects into the curriculum at course level?**

**2.2a Comments**

--



**3.0 How are achievement and learning affected by resources?**

(Please select yes or no from the drop down boxes)

3.1a	Do learners feel safe in the college environment?	
3.1b	Have security staff and front-of-house staff been trained to understand the college's policies with regard to race and equality of opportunity, and how these policies affect their work?	
3.1c	Does the college provide specialist facilities for particular groups, e.g. prayer rooms and washing facilities?	
3.1d	Comments Examples of good practice:	

**4.0 How effective are the assessment and monitoring of learning?**

(Please select yes or no from the drop down boxes)

4.1a	Is there a systematic process for the monitoring of learners' progress on an individual basis, which promotes high expectations of all learners?	
4.1b	Does the college's assessment policy seek to ensure that learners' race does not influence the outcomes of assessment? Examples might be arrangements to allow learners to plan their assessed work around religious events such as Ramadan.	
4.1c	Are there practices in the college that are designed to minimise the potential for bias in marking?	
4.1d	Are work placement opportunities vetted to ensure good equal opportunities practice in the treatment and assessment of learners?	
4.1e	Comments Examples of good practice:	

## 5.0 How well do the programmes and courses meet the needs and interests of learners?

(Please select yes or no from the drop down boxes)

5.1a	Have steps been taken to identify the needs of specific racial groups who are under-represented in the college or have a specific interest?	
5.1b	Have programmes been designed to provide 'stepping stones' to achievement for specific groups who may be under-represented or under-achieving (including White groups)? Examples might be 14-16 programmes, provision in the community.	
5.1c	Are there enrichment activities designed to promote racial equality and good race relations?	
5.1d	Comments Examples of good practice:	

## 6.0 How well are learners guided and supported?

6.1a	Are learners aware of the college's race equality policy and plan?	
6.1b	Do learners know about the college's policy on racial harassment, and how to obtain support in making a complaint?	
6.1c	Comments <b>What action is taken by the college to prevent, and tackle, racism?</b>	
6.1d	Are there specific programmes to support Black and Asian learners, such as a mentoring scheme?	
6.1e	Are there suitable arrangements to support learners who may have difficulties relating to their racial or cultural background, e.g. EAL needs, family problems, issues relating to refugee or asylum seeker status?	
6.1f	Is the college's provision for additional learning support analysed by ethnic group, for example, proportions of learners identified for different types of support, and taking it up?	
6.1g	Comments <b>Examples of good practice:</b>	

## C LEADERSHIP AND MANAGEMENT

### The college's Race Equality Policy and Plan

7.1a	Does the college have a Race Equality Policy designed to meet the needs of the Race Relations [Amendment] Act 2000?	
7.1b	Comments Date the policy was ratified by the governing body	
7.1c	Does the policy have an accompanying plan?	

### Coverage of the policy

**Please indicate which of the following are covered by the policy.**

(click in each box to indicate the option that applies)

7.2a	Principles/values	<input type="checkbox"/>
7.2b	Curriculum, teaching and learning	<input type="checkbox"/>
7.2c	Language needs	<input type="checkbox"/>
7.2d	Cultural needs/aspects	<input type="checkbox"/>
7.2e	Assessment practice	<input type="checkbox"/>
7.2f	Racial harassment and bullying	<input type="checkbox"/>
7.2g	Admission, access and participation	<input type="checkbox"/>
7.2h	Student support and guidance	<input type="checkbox"/>
7.2i	Behaviour and discipline	<input type="checkbox"/>
7.2j	Partnership and community links	<input type="checkbox"/>
7.2k	Staff recruitment, training and career development	<input type="checkbox"/>
7.2l	Management and governance of the institution	<input type="checkbox"/>

### Does the policy set out arrangements for the following :

7.3a	Building race equality aspects into college planning and development	
7.3b	A timetable for regular reviews of the policy	
7.3c	Assessing the impact of college policies on particular racial groups	
7.3d	The monitoring and assessment of progress towards meeting the race equality duty of the college, and any race equality targets set	
7.3e	The publication of the policy, and of the outcomes of assessments and reviews	

**Quality of the Race Equality policy**

7.4a	Comment on the quality of the policy, taking into account the context of the college. Are any aspects covered particularly well, or underdeveloped/omitted?
7.4b	Comments Which organisations(s) has the college received advice from in relation to its Race Equality policy? Examples might be: LLSC, national LSC, AoC, LSDA, trades unions, CRE
7.4c	Comments Is the college a member of any local consortium, positive action group or other form of networking organisation which assists its race relations activities?
7.4d	Comments Has the college experienced any barriers or difficulties in obtaining information, advice or support?

**The Race Equality Implementation Plan**

In relation to the quality of the implementation plan:

7.5a	Does it include clear timescales, milestones and review points?	
7.5b	Are identified people/groups responsible for particular actions?	
7.5c	Are there development objectives, drawn specifically from the context of the college and its data analysis, eg to improve the achievements of a particular racial group, or to increase the proportions of managers from minority ethnic groups?	
7.5d	Are statistical targets in use?	

7.5e	Comments Please give examples of targets where used.
7.5f	Comments Any other comments

### **Structures for implementing and reporting**

7.6a	Is there a senior manager with overall responsibility for progressing the race relations plan?	
7.6b	Give manager's job title	
7.6c	Comments Describe the committee structure to ensure effective involvement of staff, learners and governors, and facilitate reporting procedures. Example might be college Equality and Diversity Committee, reporting to the Quality Committee of the governing body. Are learners represented on these bodies?	

### **Progress against the plan to date**

7.7a	Is there evidence to show that the plan is being systematically implemented, and progress monitored?	
7.7b	Comments Give up to three examples of actions taken to date, with outcomes where known:	

### **Meeting the duty of colleges**

Is it clear that the college is taking steps to meet its duties with regard to?

7.8a	Eliminating unlawful racial discrimination	
7.8b	Promoting racial equality and good relations between persons of different racial groups	
7.8c	Comments Please comment and give examples. If colleges are operating in contexts where there is racial tension, additional notes on how this is being tackled would be of interest. If colleges have few learners of minority ethnic origin, how are they approaching racial equality matters?	

### **Quality Assurance**

Comments

7.9a	Does the college's quality assurance process include steps to ensure that its race equality policies are being put into practice for both curriculum and service functions, e.g. through course review procedures, and self-assessment reviews for student services and other functions?
7.9b	How does the college collect the views of learners on matters relating to racial equality, e.g. safety of college environment, respect between members of the college community, aspects of teaching and learning etc?
7.9c	<b>Does the college monitor race-related complaints and their follow-up?</b>

**Strategic planning**

7.10a	<p>Comments</p> <p>Does the college's strategic/development plan include objectives or development activities relating to ethnic groups, eg to increase participation, to develop provision in collaboration with community groups, to meet specific needs etc?</p>
-------	---

**Community relations**

7.11a	<p>Comments</p> <p>Does the college work with local community groups or racial equality councils etc, to improve opportunities and develop good community relations?</p>
-------	--

**Governance**

7.12a	Have the governors received training on their legal responsibilities under the Race Relations legislation?	
7.12b	Does the governing body receive regular reports on progress against the college's race equality policy and plan? [This may be part of a broader review of progress on equal opportunities, but the race aspect should be distinguishable.]	
7.12c	Does the proportion of governors of minority ethnic origin reflect appropriately the ethnic make-up of the college and/ or the local community?	
7.12d	<p>Comments</p> <p><b>If not, what action is being taken to improve the proportion?</b></p>	
7.12e	<p>Comments</p> <p>What, if any, difficulties have been encountered in attempting to increase the proportion of minority ethnic governors?</p>	

7.12f	Comments Has the college identified any particularly successful strategies for increasing the proportion of minority ethnic governors?
-------	---

### **Management and staff development**

7.13a	Has the college analysed the proportions of staff at different levels within the organisation who are of minority ethnic origin?	
<b>Has the college introduced analysis of the following by ethnic origin?</b>		
7.13b	Applications for posts	
7.13c	Selection for interview	
7.13d	Success at interview	
7.13e	Outcomes of staff appraisals	
7.13f	Internal promotions	
7.13g	Take-up of staff development opportunities	
7.13h	The occurrence of grievance procedures	
7.13i	The occurrence of disciplinary procedures	
7.13j	Comments: <b>Has the college identified any issues relating to equality of opportunity from these analyses, and what action has been instigated? E.g. to increase the proportion of staff in management posts who are of minority ethnic origin.</b>	
<b>Does the college use any of the following in relation to ethnic minority staff?</b> (Tick box to indicate 'yes' leave blank otherwise)		
7.13k	Mentoring	<input type="checkbox"/>
7.13l	Shadowing	<input type="checkbox"/>
7.13m	Minority ethnic staff support group	<input type="checkbox"/>
7.13n	Encourage staff to participate in black leadership initiative activities	<input type="checkbox"/>



7.13o	Comments Please describe any examples of good practice in relation to the career development of ethnic minority staff
-------	--

**Management information:**

7.14a	Does the college have access to good quality, reliable management data on ethnicity within the college?	
Does this include data by ethnic grouping on: (Tick box to indicate 'yes' and leave blank otherwise)		
7.14b	Student applications for courses	<input type="checkbox"/>
7.14c	Enrolment numbers	<input type="checkbox"/>
7.14d	Student numbers	<input type="checkbox"/>
7.14e	Participation by area of learning	<input type="checkbox"/>
7.14f	Participation by level of study	<input type="checkbox"/>
7.14g	Student retention	<input type="checkbox"/>
7.14h	Student pass rates	<input type="checkbox"/>
7.14i	Student success rates	<input type="checkbox"/>
7.14j	Comments What proportion of learners are categorised as being of unknown ethnic background, or as having declined to give their ethnic background?	

**D LEARNERS' VIEWS**

<b>What learners like about the college:</b> 8.1Comments	<b>What could be improved:</b> 8.2Comments
---	---

**E      PRINCIPAL'S VIEWS**

Add here any comments from the college principal, eg about progress, successes and barriers to progress, or any other points

9.1 Comments

**OVERALL FINDINGS**

Please give below your view of the current strengths and areas for development in the college, with regard to the college's response to its general and specific duties under the Race Relations [Amendment] Act:

<b>Strengths:</b> 10.1 Comments	<b>Areas for development:</b> 10.2 Comments
------------------------------------	--